DOCUMENT RESUME

ED 364 668 CE 065 144

AUTHOR Van Meel, R. M.; Jansen, B. P. G. M.
TITLE Higher Vocational Education in the Netherlands: A Survey of the Current Situation in Higher Commercial Education.
INSTITUTION Open Univ., Heerlen (Netherlands). Centre for Educational Technological Innovation.
REPORT NO OTIC-WD-8b
PUB DATE 92
NOTE 42p.
AVAILABLE FROM Centre for Educational Technology and Innovation, Open University, P.O. Box 2960, 6401 DL Heerlen, The Netherlands (20 guilders).
PUB TYPE Reports - Research/Technical (143)

EDRS PRICE MF01/PC02 Plus Postage.
DESCRIPTORS Adult Education; *Business Administration Education; Curriculum; Economics Education; *Educational Development; *Educational Policy; Federal Government; Foreign Countries; Full Time Students; Higher Education; *Information Technology; Open Universities; Part Time Students; *Vocational Education; Vocational Schools
IDENTIFIERS *Netherlands

ABSTRACT

The institutes that provide higher vocational education (HVE) constitute one of the three major branches of higher education in the Netherlands. Three actors play a decisive role in HVE: the government, the Council for Higher Vocational Education, and the institutes. The main factors exerting an influence on HVE include the following: the increasing possibilities of information technology; the changing socioeconomic needs with reference to higher education; and the role of the government, in particular the change in legal and financial regulations. In the past decade, important policy changes have taken place with respect to higher education. A movement toward the consolidation of institutes has been launched to obtain a more acceptable level of organizational effectiveness. Autonomy, diversification, and financial responsibility are the core elements of the reform movement whose goals are greater efficiency and enhancement of educational quality. Business economics, commercial business economics, and business information technology study programs attract the large majority of students in full-time and part-time education. Section 3 provides descriptions of 10 HVE institutes that offer these three programs. Each description includes address and telephone number, director, features of the institute, organization of education, and part-time course. (Contains 41 references.) (YLB)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

Onderwijstechnologisch innovatie centrum OTIC

Open universiteit

OTIC document 8b

ED 364 668

Higher Vocational Education in the Netherlands: A Survey of the Current Situation in Higher Commercial Education

R.M. van Meel
B.P.G.M. Jansen

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☒ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

R M van Meel

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

CE065144

BEST COPY AVAILABLE

OTIC WORKDOCUMENTS

The Open University is resposible for developing and offering open, higher distance education in which special attention is paid to innovations in educational technology. The research in this field is concentrated in "OTIC", that is the Centre for Educational Technological Innovations (Onderwijs Technologisch Innovatie Centrum).
OTIC is also engaged in running projects for other institutes. Here the centre makes use of OTIC's knowledge and experience acquired in research and development.
The series of OTIC Workdocuments offer an outlet for papers covering such topics as, strategic issues at the project level, position papers, intermediate or preliminary research results, functional specifications of information systems.

THE RESEARCH PROJECT 'MANAGEMENT OF INNOVATION IN HIGHER EDUCATION'

The main purpose of this study is to device and to test a project management design for the modularization in higher education. Modularization is regarded as the educational adaptation of curicula in order to meet new demands for education. This study seeks to contribute to the adaptation process of educational organizations, by providing a design allowing institutes for higher education to organize their courseware production in a feasible way.

OTIC pursues international collaboration in the area of educational innovation.
This research is done in collaboration with l'Université de Sciences et Techniques de Lille, Flandres Artois (France), Institut d'Administration des Entreprises,
directed by Professor dr. J.P. Debourse.

Centre for Educational Technology and Innovation (OTIC)
Open university

Higher Vocational Education in the Netherlands:
A Survey of the Current Situation in Higher Commercial Education

OTIC Workdocument 8b

R.M. van Meel
B.P.G.M. Jansen

Van Meel, R.M., & Jansen, B.P.G.M.

(Translation by M. Glasbergen, Euroterm Maastricht)

Higher Vocational Education in the Netherlands:
A Survey of the Current Situation in Higher Commercial Education

- Heerlen: Open university,
Centre for Educational Technology and Innovation (OTIC)
- Ill. - (OTIC Workdocument 8b)
With References

Keywords: Hoger beroepsonderwijs [Higher Vocational Education], HEAO [Higher Commercial Education]

Investigation closed august 1992

© 1992, Open university, Heerlen

Save exceptions stated by law no part of this publication may be reproduced in any form, by print, photoprint, microfilm or other means, inclused a complete or partial transcription, without the prior written permission of the publisher.

OTIC Workdocuments are available at:

Open university
Secretariat OTIC
P.O. box 2960
6401 DL Heerlen
Telephone 045-762 317/772

Table of contents

Abstract

1	Introduction	1
1.1	The Dutch educational system	1
1.2	The Dutch system of higher education	2
1.2.1	General survey	2
1.2.2	Subsystems of higher education	3
1.2.3	Sectors	3
1.3	Actors in higher vocational education	4
1.3.1	The government	4
1.3.2	The HBO Council	4
1.3.3	The HBO institutes	4
2	Points of interest with respect to higher vocational education	6
2.1	General trends	6
2.1.1	Developments in the field of technology and the labour market for higher education graduates	6
2.1.2	Socio-economic factors	6
2.1.3	Changing educational demands	7
2.1.4	Government policy	8
2.2	Reorganization of higher vocational education	9
2.2.1	Institutional reorganization	10
2.2.2	Introduction of a standardized duration of study	11
2.2.3	Further economizing in the educational process	13
2.2.4	Financing of higher vocational education	13
2.3	Towards an innovative higher education	15
2.3.1	Deregulation and autonomy	15
2.3.2	Promotion of quality	16
2.3.3	Educational innovation in higher vocational education	16
3	Policy in practice	18
3.1	Definition of the field	18
3.1.1	Introduction	18
3.1.2	The range of study programmes offered in relation to trade and industry	19
3.1.3	Higher commercial education in relation to the labour market	19
3.1.4	Full-time versus part-time courses	20
3.1.5	Student characteristics	21
3.2	Higher commercial education in the Netherlands	22
3.3	The HBO institutes which have business economics, commercial economics and business information technology in their full-time and part-time programmes	22
4	Conclusions	33
5	References	34

ABSTRACT

In this report the main issues related to the Dutch educational system are scrutinized in order to examine which general trends can be distinguished in the area of higher vocational education with special attention to higher commercial education. The manner in which the recent governmental policies are implemented in institutes providing higher commercial education [In Dutch: hoger economisch en administratief onderwijs (HEAO); In English higher commercial education] is the subject of this study. This research draws on various publications in the realm of public administration and diverse Governmental Acts. The higher educational system in the Netherlands was, until recently, made up of two types of institutions, namely universities and institutes of higher vocational education (vocational colleges/polytechnics). Higher commercial education is a form of higher vocational education. Three actors play a decisive role in higher vocational education: the government, the Council for Higher Vocational Education (HBO Council) and the institutes who themselves provide higher vocational education (HBO institutes). In the past decade important policy changes have taken place with respect to higher education. A large-scale operation for the amalgamation of institutes was launched in order to obtain a more acceptable level of organizational effectiveness. Autonomy, diversification and financial responsibility constitute the core elements of the new measures whose goals are greater efficiency and enhancement of the quality of education offered. Additionally, HEAO institutes are trying more and more to meet the differentiated demands from both the labour market and individual students through the use of modularization of their curicula and modular certification. These two measures are often used in part-time courses. Hence it is noticeable that part-time and full-time education have in many cases not yet been organized into an integrated approach in relation to this modularization. Finally, almost 50 percent of all full-time students are studying either business economics, commercial business economics or business information technology, while this proportion for part-time students is almost 70 percent.

1 INTRODUCTION

1.1 The Dutch educational system

The revised Compulsory Education Act of 1975 obliges parents to ensure that their children receive regular education from the age of five. The law requires that full education is received for a period of ten years. In the eleventh year of learning, education is compulsory for two days per week (Tomic, Van der Zant & Kwantes, 1990: 222).

The Dutch educational system is composed of four subsystems: primary education, secondary education, special primary and secondary education and higher education. The diagram provided below gives a survey of these four subsystems.

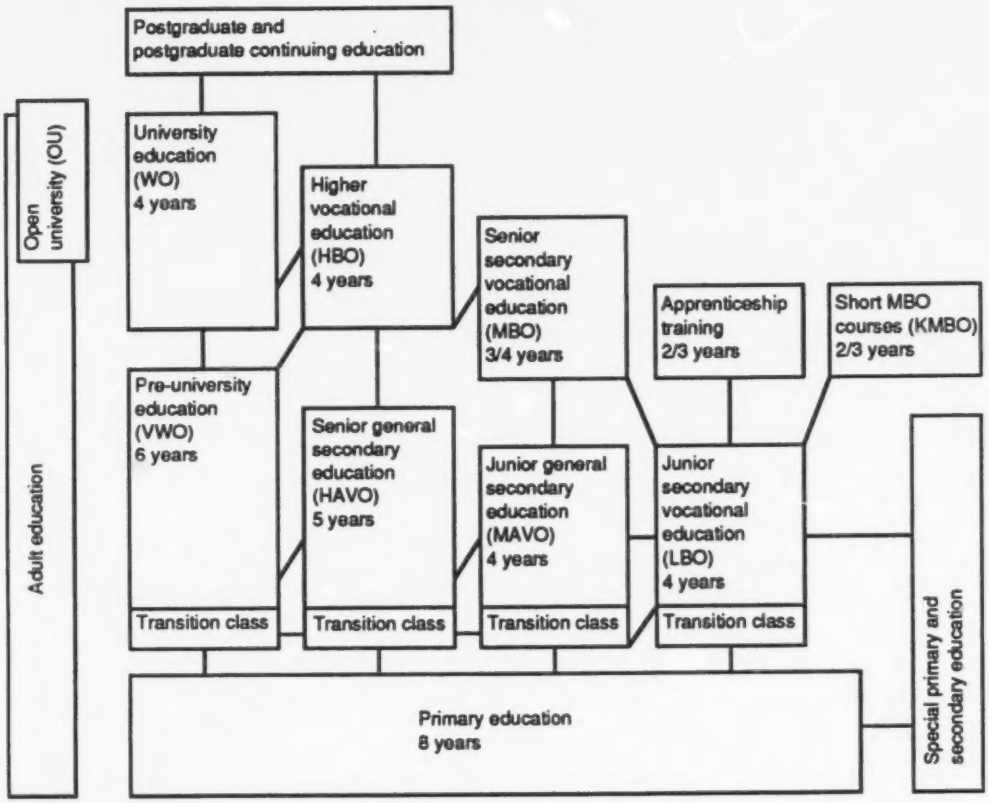
Postgraduate and postgraduate continuing education
Open university (OU)
University education (WO) 4 years
Higher vocational education (HBO) 4 years
Senior secondary vocational education (MBO) 3/4 years
Apprenticeship training 2/3 years
Short MBO courses (KMBO) 2/3 years
Pre-university education (VWO) 6 years
Senior general secondary education (HAVO) 5 years
Junior general secondary education (MAVO) 4 years
Junior secondary vocational education (LBO) 4 years
Adult education
Transition class
Transition class
Transition class
Transition class
Special primary and secondary education
Primary education 8 years

Diagram 1: The Dutch educational system (from: Goedegebuure & Westerheijden, 1991: 497).

The following sections provide an outline of the higher education subsystem.

1.2 The Dutch system of higher education

1.2.1 General survey

Higher education in the Netherlands comprises university education on the one hand, provided by universities and university hospitals, and higher vocational education on the other (Kouwenaar & Stannard, 1989: 9). From the government's point of view, higher education can be categorized according to the following three parameters:

1. the type of training provided
2. classification according to content: sectors
3. the institutes (HOOP 1988: 23).

As a result of the increasing autonomy of the institutes, the third parameter, that of the institutes, is of ever smaller importance to the government as a point at which it can exert control.

At the present moment, higher education is provided by 80 institutes for higher vocational education, 13 universities, 8 university hospitals, one Open University and 48 research and documentation institutes. More than 400.000 students receive higher education (A Picture of Higher Education and Research, 1991: 4).

1.2.2 Subsystems of higher education

Higher education can be subdivided into three major branches. In the past, each branch was subject to its own specific legislation. At the moment, the Dutch government is working on one regulation intended to cover all the institutes for higher education under a common legal umbrella. The resulting Higher Education and Research Act (WHW) was approved by parliament in April 1992. Aspects of this Act are dealt with in the present study if they are relevant to HBO.

University education and research institutes
Of the thirteen universities in the Netherlands, nine are general universities covering a broad scientific field. In addition, there are three technical universities and one agricultural university. There are also 48 institutes for research and documentation. The thirteen universities provide education in many study programmes. Within these study programmes, various main subjects are available. The number of students is 150.000 (A Picture of Higher Education and Scientific Research, 1991: 4).

Higher distance education: the Open University
The purpose of the Open University (OU) is to ensure the greatest possible degree of accessibility of higher education. The OU provides both 'second chance' and 'second route' education by means of study packages. These study packages are composed in such a way as to enable the individual student to study at his own pace and independent of place. Any study support which may be required is given from the eighteen study centres. The education provided is organized into a curriculum with a modular structure offering both university education and higher vocational education. Founded in 1984, the Open University had 60,000 students taking one or more courses in 1991.

Higher vocational education
The third subsystem of the higher education system is that constituted by the institutes providing higher vocational education, in which drastic changes have been effected since the 1970s by means of amalgamations. Higher vocational education has a shorter tradition than university education. Vocational education was first set up in the 17th century and did not reach significant growth until after the second World War (Van Vught, 1989: 17).

After the first major round of amalgamations, 80 HBO institutes were left in August 1991. Approximately 250,000 students study at these HBO institutes and more than 20,000 persons are employed by them. The social task of the HBO institutes is to meet the demand for persons with a higher education and to contribute to the general education of people and the development of their abilities. Of paramount importance for higher vocational education is an adequate adjustment to developments and demands observed in the professional field and on the labour market (Knowledge and Quality, 1990: 3).

1.2.3 Sectors

A HBO institute may comprise one or more sectors. A sector is composed of a number of study programmes which are related in content and directed at one and the same professional field. At present, almost half of all HBO institutes are monosectorial, but, partly as a result of amalgamations, the number of multisectorial institutes is increasing (1990/1991 Education Report: 63-64). The following sectors can be distinguished in higher vocational education:

- agriculture;
- education;
- technology and natural sciences;
- commerce and administration;
- health care;
- social welfare;
- fine and performing arts
(HBO Almanac, 1991/92: 17).

In all of these sectors, with the exception of those of health care and fine and performing arts, the number of students is on the increase. Each year, 65,000 students start a HBO course. A downward tendency in the number of students registering for part-time HBO courses can be discerned, except for courses in the

field of commerce and administration. As a result of an increase by 2,500 taking the latter courses, the population of part-time students has so far remained unchanged (1990 Education Report: 65).

1.3 Actors in higher vocational education

Following the classification put forward by Goedegebuure (1989: 83), the decision-making process with reference to higher education is determined to a large extent by the following three actors:

1 the government;
2 the HBO Council;
3 the HBO institutes.

1.3.1 The government

The government plays a decisive role in the allocation of financial means, in the determination of policy and in the introduction of bills, and should therefore be regarded as the central actor. Bills and budgets must be submitted by the minister for Education and Science to parliament for approval. The relationship between parliament and the minister is fairly complex. In everyday practice, parliament cannot check all the minister's actions in advance. It is only in cases where the law requires a parliamentary debate or in the case of a conflict between parliament and the minister that the latter can be forced to resign (Goedegebuure and Westerheijden, 1991: 506).

1.3.2 The HBO Council

The coordinating body for the HBO institutes, the 'HBO Council', was founded in 1975. The task of the HBO Council is to promote the interests of the HBO institutes vis-à-vis the government and to provide services to the institutes. The HBO Council acts as a pivot connecting the individual HBO institutes and consults with the government and with social organizations from the world of trade and industry. Its general meeting, which assembles twice yearly, is the highest body of the HBO Council, all HBO institutes being represented in it (HBO Education Act: text edition, 1989: 130).
The Association of Cooperating Dutch Universities (VSNU) is a similar advisory body of the universities. The HBO Council and the VSNU meet with the minister in the so-called Higher Education Chamber. This gives them an advisory role towards the minister of Education and Science.

1.3.3 The HBO institutes

The HBO institutes, in addition to the universities, are the most important organizations in the higher education system. At the moment, there are 80 of them. They are responsible for the education provided at the more than 200 HBO training courses available in the Netherlands. The smallest HBO institute has 100 students, the largest as many as 12,000 (HBO Almanac 1991/92: 97). In accordance with the legal requirements, the administrative structure of HBO institutes includes an Executive Committee of at most three members, a Governing Council of at most twelve members and (compulsorily) a Student and Personnel Participation Council (HBO Education Act: text edition, 1989: 58-73 & 83; section 17).

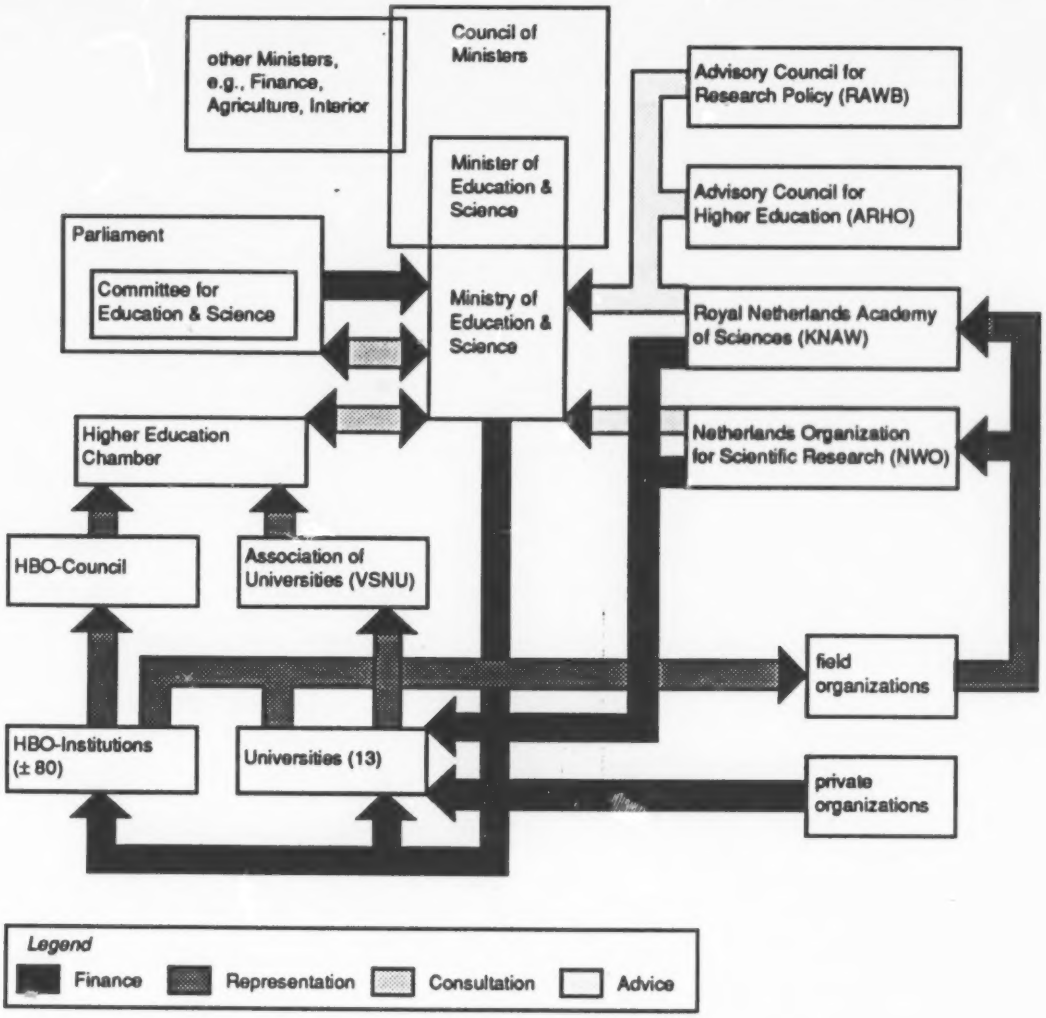

Diagram 2: Actors and relationships in higher education in the Netherlands (from: Goedegebuure & Westerheijden, 1991: 505).

As for the relationship between the government and higher education, to conclude, it must be noted that the institutes are on the one hand dependent of the financial means made available by the minister, while on the other they have considerable power since there are no alternative candidates to take over the social task they fulfill.

2 POINTS OF INTEREST WITH RESPECT TO HIGHER VOCATIONAL EDUCATION

As has been described before (Van Eijl, Cappetti, Merkx & Van Muyden, 1988; Van Meel, 1992), higher vocational education is developing in a dynamic field of interplay. The main factors exerting an influence include the following:

1. the increasing possibilities of information technology;
2. the changing socio-economic needs with reference to higher education, in particular the degree of adjustment of education to the labour market;
3. the role of the government, in particular the change in legal and financial regulations.

The following sections deal with these various factors and developments in greater detail.

2.1 General trends

2.1.1 Developments in the field of technology and the labour market for higher education graduates

The 1980s were a decade in which significant progress was made in technology in general and in the application of information technology in particular. These developments gave rise to a demand from the labour market for new forms of knowledge and expertise, a demand which higher education attempts to meet by means of new courses and curricula. In order to keep up with a society which is changing ever faster on the one hand, and with a view to international competition in the world of trade and industry on the other hand, there is a need for an educational system which is flexible enough to adapt to current demands with respect to education (Higher Education and Research Plan "HOOP" 1988: 41). The wish to achieve a higher degree of adjustment between education and the labour market has been translated in a number of initiatives. The government attempts to exert a guiding influence by means of incentives for particular study programmes, while at the same time attempts are being made to reduce the number of students in the fine and performing arts and in social welfare (draft Higher Education and Research Act, 1988: 50). In accordance with these lines of policy, the HBO Council states in its programme 'Knowledge and Quality' (1990) that the adjustment of education to the labour market, with special attention for study programmes in the fields of technology and commerce and administration, is seen as a priority objective. According to the 1988 Higher Education and Research Plan (HOOP 1988: 43), a shortage of HBO graduates in technology (10 percent) and commerce and administration (20 percent) will manifest itself by the late 1990s.

2.1.2 Socio-economic factors

With respect to demographic developments, the total number of people in the age groups up to 45 years is expected to be reduced by more than 30 percent between 1984 and 2035, while that of people over 45 will increase. All other factors remaining constant, this will mean that the number of young people entering higher education will decrease (HOOP 1988: 36). An important factor in this connection is the percentage of secondary school students which enter higher vocational education and the pattern which can be discerned in this connection. By means of additional efforts to optimize the degree to which higher general secondary education (HAVO) links up with higher vocational education, it may be possible to achieve an increase in the number of students qualifying for and admitted to higher vocational education, despite the reduction in the number of young people.

Total	0-19 yrs	20-44 yrs	45-64 yrs	> 64 yrs
1990 14.892,6	25,7	40,9	20,7	12,8
Calculated in advance Average estimation				
1995 15.420,9	24,4	39,7	22,7	13,2
2000 15.859,8	24,4	37,7	24,3	13,6
2010 16.376,7	23,4	33,4	28,2	14,9

Diagram 3: Survey composition of the population (from: Central Bureau of Statistics, 1991: 40).

A direct result of this trend is that fewer people will be available for the labour market. The policy employed in previous years which allowed certain employees to retire from employment via the so-called VUT regulation (early retirement scheme) is presently a subject of debate between the social partners. For these reasons, it seems reasonable to assume that, in the near future, employees will remain active on the labour market up to a more advanced age. As a result, the demand for training later in life will in all probability increase steadily. In this connection, higher education is confronted with the task of providing curricula or parts of curricula in such a way as to offer employees the opportunity to keep their knowledge and skills up to date by means of continuing education.
To conclude, pressure on government spending has increased since the middle of the 1970s. This has caused an emphasis to be placed on cost management within the entire public sector. Partly as a result of this, education is to an increasing extent forced to implement cost analyses, by means of stimulation of efficiency and control of the output.

2.1.3 Changing educational demands

Individualization, multiformity, emancipation and utilitarianism are socio-cultural developments which leave their mark on the demand for higher education.
Individualization leads to a more varied group of persons receiving education and consequently requires a differentiation in the content of higher education and the form in which it is offered. The emancipation of women will gradually lead to full participation in higher education. As a reaction to the ample attention for self-development and culture in the 1960s and '70s, a greater emphasis is now placed on the economic benefits of matters such as art and culture (HOOP 1988: 39).

Estimate of numbers of students admitted to the first grade of HBO institutes:

	full-time	part-time	total
1990	61.700	16.800	78.500
1995	65.700	18.700	84.400
2000	67.800	18.500	86.300
2005	69.200	18.000	87.200

(from: Advisory Body Distribution Estimates HBO, 1991: 19).

As a result of the socio-cultural developments outlined above, higher education will in the future have to meet a more varied demand than has been the case so far. What this means in actual fact is that part-time education, continuing education, individualized learning paths and corporate training will find greater application. Making the education provided more flexible by means of modularization, increasing student independence and offering distance education will require a great deal of attention in years to come. The organizational adaptations which will have to be made in order to implement this educational innovation are investigated in the present study.

2.1.4 Government policy

In the 1980s, the policy of the Dutch government was characterized by attempts to curb public spending and by deregulation. This has caused a change in the Dutch policy with regard to education and scientific research. In accordance with the general policy of retrenchment, the aims were to increase the efficiency of the system as a whole and to optimize the outputs of both education and scientific research. In the period from 1985 to 1988, a series of acts concerning higher education came into force. These acts introduced a greater degree of decentralization and a new system of financing, allowing educational institutes to operate with greater autonomy in agreement with the objective of deregulation. In practice, this means that the government delegates the responsibility for implementation to the lowest possible level. In exchange for the budgets allocated, the government makes strict quantitative and qualitative demands on the performance of tasks. The lines of force of the new policy are shown in the diagram below. They are explained in further detail in the following sections.

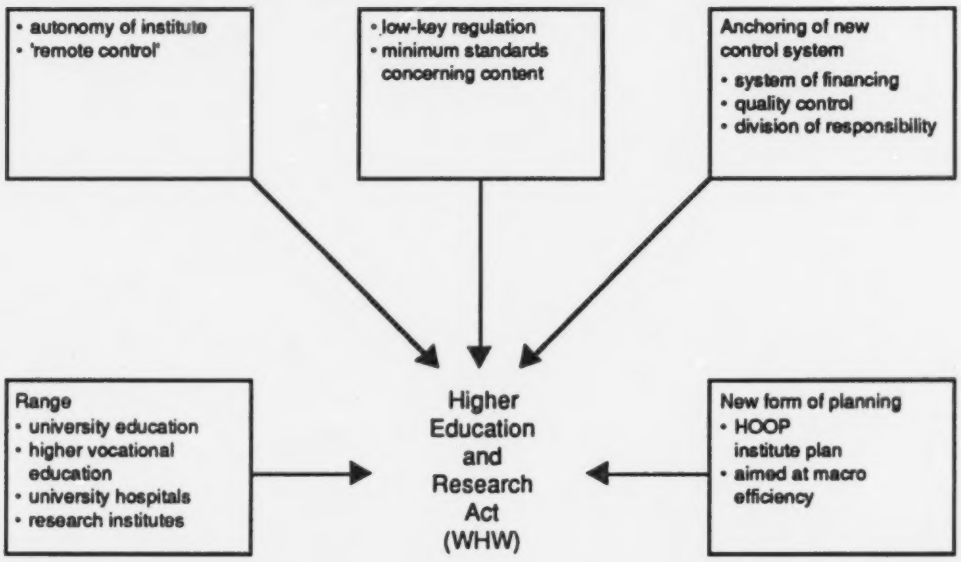

Diagram 4: Principles of policy of the Higher Education and Research Act (from: HOOP 1988: 113).

The new planning process as proposed in the policy paper on Autonomy and Quality in Higher Education (HOAK paper) stipulates the two-yearly publication of a ministerial paper concerning a Higher Education and Research Plan (HOOP paper). The latter paper raises areas of interest and problems which the minister considers to be in need of special attention during the next planning period. The HOOP paper is the basis for a dialogue between the minister and the institutes providing higher education. In the following year, the institutes make proposals for concrete action with respect to the points of attention mentioned. They do so by means of development plans (Goedegebuure & Westerheijden, 1991: 501).

In recent years, consultations between the minister and the institutes for higher education have been aimed at reaching agreements for a duration of three to four years. By the introduction of these so-called outlines agreements, the government and the institutes determine what trends are of decisive importance to higher education. It is then up to the educational institutes to offer their curricula in such a way as to meet the observed demands.

2.2 Reorganization of higher vocational education

To perform the tasks with which it has been charged in an autonomous manner, an institute of higher education needs sufficient managerial capacity. For such capacity, it has to have a certain size.
In order to give shape to the policy concerning deregulation and improvement of efficiency in higher education, the government has implemented a number of reorganizations at the institutional level and has at the same time taken measures to increase the efficiency of individual learning paths. The main features of this policy are the following:

- Amalgamations: increased efficiency as a result of economies of scale;
- Lump-sum financing: savings and scope for new tasks (under certain conditions);
- Introduction of a standardized duration of study in higher education with the aim of increasing the study success rate of individual students.

2.2.1 Institutional reorganization

Late in the 1970s, the Netherlands had a great variety of HBO institutes. At that time, cooperation was virtually non-existent. In addition to public institutes, there was a whole range of schools operating on a religious basis. This compartmentalized system was often used in the 1980s as a reason why cooperation or amalgamation with other institutes was considered impossible (Munnichs, 1984: 45). In 1980, there were 341 HBO institutes, based in 54 towns throughout the country. Of these, 171 institutes had less than 600 students, while 104 had more. A special position was held by the 66 training colleges for primary school teachers (PABOs).

The government saw the increase in scale as a measure to counteract the 'fragmentation' of higher education. An economies-of-scale approach allows more efficient use to be made of funds and resources by providing education to larger groups of students, by common use of equipment and by streamlining study programmes. In addition to such economies of scale, the government also considerably reduced the available educational budget.

The process which led to the operation concentrating on an increase in scale and restructuring of higher education was started in 1981 by means of task reallocation and concentration at the universities (TRC process). In the HBO institutes, the operation 'Economies of Scale, Task Reallocation and Concentration' (ESTC operation) was started in 1983. This operation was formally concluded with the introduction of the HBO Education Act (ESTC in HBO, 1983).

The ESTC operation has the following three main objectives:

1 A considerable increase in the size of the HBO institutes by means of amalgamations between institutes;
2 An extension of the institutes' own responsibility for spending funds, personnel policy and modelling of the training provided;
3 A greater efficiency in the employment and use of facilities (Vos & Goedegebuure, 1989: 125).

The ESTC paper gives the institutes great scope for determining which partners they wish to amalgamate with. The coordination of the ESTC process is in the hands of the coordinating body for HBO institutes, the HBO Council. The HBO Council has reserved earmarked sums for process coordination (ESTC in HBO, 1983: 29). With reference to the organization of the amalgamation operations, the HBO Council propagates a project-based approach.

To arrive at HBO institutes with a minimum of 600 students, smaller institutes amalgamated with other institutes in the area. After the amalgamations, many HBO institutes now have far more students than the required minimum. An exception with respect to this standard minimum has been made for the training colleges for primary school teachers. These PABOs are allowed a minimum of 250 students (ESTC in HBO, 1983: 3-4). This measure was taken to avoid forcing these institutes to amalgamate with schools operating on a different denominational basis (Munnichs, 1984: 45). HBO institutes with more than 2500 students can be given special functions by the government, such as providing postgraduate and postgraduate continuing education. Special budgets have also been reserved for these tasks (ESTC in HBO, 1983: 2).

From now on, the institutes will have a great degree of autonomy with respect to the management of their financial means, personnel policy and the modelling of the educational process. For additional investments required to initiate the organizational processes of change, extra funding is provided by the government.
The economies of scale operation has led to a reduction in the number of jobs. The social plan accompanying the ESTC legislation (ESTC in HBO, 1983: 32) attempts to save employment by placing people on different posts or by retraining them.

On 1 August 1991, after the first round of amalgamations, the number of HBO institutes had been reduced from 341 to 80. The number of students ranges from 300 to over 15,000 students (Goedegebuure & Vos, 1988: 56). In years to come, the government will promote new amalgamations between HBO institutes in order to make the best possible use of the economies of scale inherent to larger institutes. At first sight, it seems that the point of departure of the ESTC operation, i.e. to increase the success rate, will be realized. In the long run, the resulting savings are estimated at 68 million guilders, which is 340 guilders per student (Dieleman & Snijders, 1990: 135).

The ESTC operation has led to considerable problems concerning information and transactions between the government and the institutes of higher education (HOOP 1988: 131). In order to do justice to the autonomy of the institutes on the one hand, and to keep a sufficient grip on the system of higher education on the other, the government provides selective financing as a means of guiding the institutes in the desired direction. Selective financing takes place on the basis of development plans which each individual institute is obliged to submit to the Ministry of Education and Science.

2.2.2 Introduction of a standardized duration of study

As early as before the second World War, it was observed that the duration of study at universities was often long and that many students dropped out. Realizing that ever more students would have to be offered higher education in the 1960s and '70s, the authorities developed a number of initiatives which eventually led to the introduction in 1981 of the so-called "two-tier structure" (Van Vught & Van Wieringen, 1987: 13). This legislation was initially relevant mainly for the universities, but as a result of the introduction of the HBO Education Act in 1986, the two-tier structure now also applies to higher vocational education.

The main objective of this operation is to increase the efficiency in higher education. The major instruments available to achieve this goal are: reducing the duration of study (increased study rate) and preventing large numbers of students dropping out during the course of study. The aim of the government is to make the percentage of students who actually finish university rise to 70 (Van Vught & Van Wieringen, 1987: 38). As regards the success rate of higher vocational education, the government's 1991 estimate is one of 65 percent. The average duration of study for graduates is 4.4 years, and 1.7 years for drop outs (A Picture of Higher Education and Scientific Research, 1991: 25).

The change in structure effectuated comprises the division of higher education into two phases, with a fixed duration of study for each phase. In the first phase, courses in both HBO and university education have a standardized duration of four years. The first phase consists of a foundation course of one year, called the 'propedeuse', followed by three years of a continuation course, which are concluded with an examination for a so-called 'doctoraal' degree, which is comparable to a Master's degree. Within the first phase, courses are referred to as 'study programmes'. The foundation course in the first year accounts for a study load of 1680 hours. The examination concluding this 'propedeuse' year must be passed within two years. The continuation courses of 5040 hours of study are usually concluded by a period of practical training, in which students show their ability to tackle and solve a problem relevant to their field of study independently. To conclude, the students produce a final paper (Kouwenaar & Stannard, 1989: 18).

Admission to a HBO course is possible for anyone who has a diploma from an institute of pre-university education (VWO), higher general secondary education (HAVO) or three years of intermediate vocational education (MBO). Admission to university education is possible for persons with pre-university education. Passing the first year examination concluding the foundation course of an HBO course also qualifies for entering university education in the first year. These requirements do not apply to persons over 21. They can be admitted on the basis of an entrance examination.
Graduates have the right to use a title. Whoever has successfully completed a full-time four-year study programme in higher technical or higher agricultural education is allowed to use the title of 'ingenieur' (ing.). All other graduates may use the title of 'baccalaureus' (bc.).

The point of departure for the Dutch policy with respect to higher education, as laid down in the paper 'Higher Education for Many' (1978; parliamentary doc. 15034 nos. 1-2), is to make this form of education as accessible as possible, while maintaining the quality of the education provided (Van Vught & Van Wieringen, 1987: 10). In agreement with this point of departure, the Higher Education and Research Act states that admission to the foundation course should be restricted by numerical limitations as little as possible. Where restrictions are necessary, field-specific considerations should have preference over numerical criteria (Van Vught & Van Wieringen, 1987: 12).

The foundation course has an exploratory, a referring and a selecting function (draft Higher Education and Research Act, 1988: 34; section 48). During the continuation course, the student not only studies field-specific subjects, but is also expected to gain knowledge of a whole range of socially relevant subjects. In practice, HBO institutes make use of various systems in which students draw places to regulate the admission of students in relation to the available educational capacity. A number of institutes, however, have commented on this practice. Previous education, the subjects in which a candidate has taken examinations and final examination scores are seen as reliable indicators on the basis of which to predict the chance of success which a student has. As a result, a number of HBO institutes prefer to assign a decisive role to these criteria of content when admitting students (Van de Meent, 1990: 14-17).

The maximum period of registration for which each student has the right to receive a grant is limited to six years (Van Vught & Van Wieringen, 1987: 12). Students who wish to do a second course after having received an HBO or university education or who swap courses halfway through the period of studying granted to them will have to be prepared for higher costs. The government considers subsequently doing more than one course to be an inefficient and in particular an expensive learning path, which it will not encourage. In contrast to the accumulation of courses, switching to a different course after one has passed a HBO foundation course is not seen as inefficient. To enable students to change to a different study programme, the degree of exchangeability of courses must be increased. This implies a closer cooperation between institutes of higher education. Developing a common foundation course for university education and higher vocational education is one of the initiatives currently being taken in this connection. Every year, 20% of all first-year university students change the study programme of their choice, while 9% of the first-year HBO students do so (A Picture of Higher Education and Scientific Research, 1991: 21).

The consequences for the students are that they have to use the duration of study allowed them more efficiently, and that it is less easy for them to switch study programmes. Although the government has ordered the institutes to set up so-called additional university study programmes of two years' duration for HBO graduates, such programmes are by no means generally available in practice.

A plan for the further control and restriction of the duration of study entails the issuing of 'vouchers' which represent a certain number of credit points. This plan, which was presented in the 1988 HOOP paper, has now been postponed indefinitely by the minister (HOOP 1988: 121). New plans are currently under development to use student grants as a means of further reducing the duration of study where this is possible.

As a result of the restriction on the period of registration, the educational institutes had to shorten the training paths on the one hand, while on the other hand shifts in emphasis took place within the courses in the sense that specialization within a field of study was postponed to the post-'Master's degree' courses (Higher Vocational Education Act, 1988: 22; section 9).

The second, post-'Master's degree' phase, which has a duration of at most two years, is provided by universities and appointed institutes. This form of education is selectively accessible to university and HBO graduates. The admission requirements are determined by the university faculties. The second-phase courses consist of six categories of so-called post-'Master's degree' education:

1 Practical and clinical training courses for professional qualification;
2 Teacher training courses;
3 Advanced training courses for technical designer;
4 A wide variety of short courses aimed at keeping professional expertise at the required standard;
5 Advanced researcher training courses in various sectors;
6 Programmes for assistant researchers (so-called AIOs and OIOs) which, in addition to training, include a research programme which is eventually intended to enable the researcher to obtain his 'doctoraal' (or Master's) degree. This training course, which consists of a combination of education and research, must be completed in four years (Kouwenaar & Stannard, 1989: 20).

2.2.3 Further economizing in the educational process

Since personnel costs account for more than seventy percent of the total budget, it is understandable that it is particularly on this item that the executive committees of HBO institutes attempt to curtail expenditure. The relative autonomy of the HBO institutes in determining their own policy with respect to personnel and resources provides each individual executive committee with a number of alternatives (Broesterhuizen,1987: 23).

In a number of HBO institutes, jobs are cut where possible and vacancies arising as a result of staff turnover are filled only with younger and thus cheaper teachers. In a number of cases, temporary employment contracts provide extra flexibility. It is important to recognize that the possibilities for economizing on labour costs are restricted by the framework of social policy concerning the legal position of civil servants (Broesterhuizen, 1986: 9).

An important alternative by which to reduce the operational costs is to reduce the number of contact hours between teachers and students. If teachers are withdrawn from the regular educational process, or if education is expanded, teachers can be given new tasks which will generate additional income. At the same time, this makes it possible to organize the workload of teachers better (Broesterhuizen, 1987: 24). The expansion mentioned above can be implemented in various ways. Lectures for large numbers of students may be a cheaper alternative to traditional class teaching. In the light of these considerations, teacher independence can be increased by offering modular education, in which study packages play an important role.

As has been stated before, the policy of HBO institutes, under the influence of standardized financing and the lump-sum budget, is aimed at improving their success rate. In practice, what this means is that it is necessary to investigate how the study pace can be increased by applying suitable didactic methods and by identifying drop outs at an early stage.

Savings in costs can also be achieved by cooperation between HBO institutes. Economies of scale can be realized by the joint development and exploitation of, for example, study packages, computerized test systems and network facilities.

2.2.4 Financing of higher vocational education

In the Netherlands, three percent of public spending goes to HBO institutes, universities, university hospitals and research institutes (A Picture of Higher Education and Scientific Research, 1991: 5). The total government contribution to these institutes amounts to more than six billion guilders. Of this sum, the HBO institutes account for 1.5 billion, while the universities receive almost 3.5 billion guilders. The government's contribution to the HBO institutes remained fairly stable from 1983 to 1990, while in that same period its contribution to the universities was reduced by about 400 million guilders.

The manner in which educational institutes are financed has undergone drastic changes in the past few decades. Until 1960, universities and HBO institutes were paid on the basis of declarations. The institutes had to ask permission from the central authorities in The Hague for most expenses. After 1960, financing of universities took place on the basis of development plans. In 1978, a system of lump-sum financing was introduced for the universities, while at the same time a number of finance budgets were reserved for specific expenses. Since 1986, higher vocational education has also been financed in this way (De Vries, Koelman & Boorsma, 1990: 17). The diagram below shows the present financing structure.

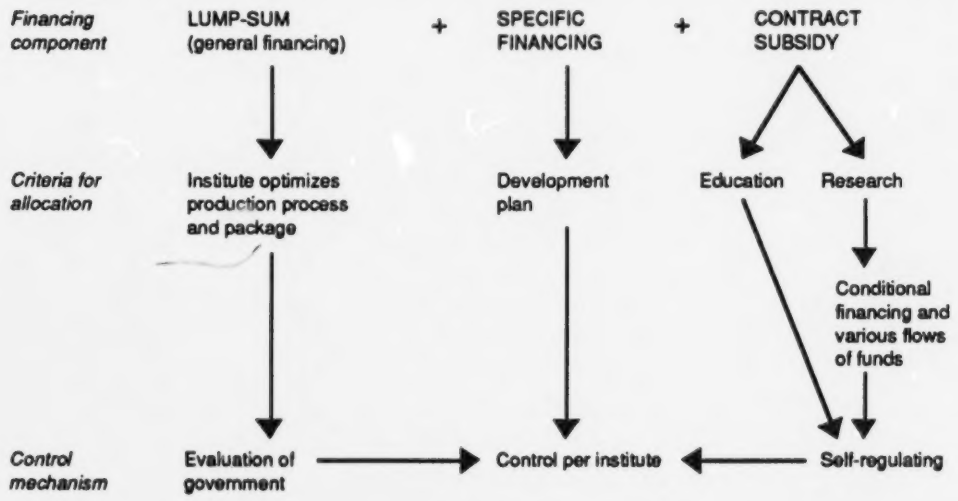

Diagram 5: System of financing institutes of higher education (based on HOOP 1988: 119).

The foundation for the new system of financing is the principle that the institutes are rewarded in accordance with their performance. The system should do justice to the diversity and flexibility of the higher education system. Financial stimuli, it is stated, should be used with care (HOOP 1990: 271).

In addition to the contract budget, which is allocated in the form of a 'lump sum', the government uses the so-called restructuring budget as an instrument in the bilateral consultations between the minister and the individual institutes. The coordinating body of the HBO institutes, the HBO Council, has indicated that the restructuring budget can offer an important point of departure with respect to educational policy, provided it does not amount to more than two percent of the total budget. In general, the funds of the restructuring budget will be used for large-scale task development and task alteration of individual HBO institutes (HOOP 1990: 274).

Different flows of funds can be distinguished as the sources of financing for higher education.
The first flow of funds is the government's contribution, which is based on a general method of calculation. As has been indicated before, this contribution consists of four components: a regular portion, a restructuring budget, a budget for equipment and a budget for housing. To invest in buildings, approval from the minister is required. The government intends to adopt a rather reserved approach in approving mortgage loans, for example for housing of institutes of higher education (HOOP 1990: 278).
The regular government contribution is a contribution calculated on the basis of standards, from which HBO institutes and universities are to pay for initial education. Structural changes in educational tasks may be a reason to adapt the size of that contribution. The number of students is taken into account when the regular portion of the lump sum is established. A financing standard of 1.6 years of study is applied for students who leave the institute without a diploma, while one of 4.5 years is used for students who leave with a diploma. For the purpose of this system of financing, it is important for HBO institutes to

identify potential drop outs at the earliest possible stage and to promote both a short duration of study and a high success rate (Goudriaan & de Groot, 1990: 54).
The second flow of funds is controlled by organizations with specific objectives in the field of scientific research, such as the Netherlands Organization for Scientific Research (NWO) and the Royal Netherlands Academy of Sciences (KNAW). The necessary financial means are made available to these organizations by the government (HOOP 1990: 268).
The third flow of funds is constituted by the money which the institutes themselves can obtain. In fact, this refers to external financing for contract research, education or the provision of services. Within the framework of the HBO Education Act and the Higher Education and Research Act, there are no formal restrictions on attracting external funding.

2.3 Towards an innovative higher education

The policy for the next few years is aimed at increasing the innovative capacity and the social orientation of higher education. The government and educational institutes are to an increasing extent becoming equal partners in bilateral consultations. The purpose of these consultations is to increase the flexibility of the education provided and at the same time to allow a greater control over the expenses. In addition, account will be taken of current educational needs to a greater extent than has been the case so far, in particular in relation to the labour market. Finally, the intention is to give shape to quality control in higher education in a thorough manner (Higher Education and Research Act, parliamentary doc. 21073, no. 18). In the following planning period, in addition to efficiency, a great deal of attention will also be devoted to the quality of education, which should link up with the capacities and interests of students (additional explanation accompanying HOOP 1992: 1). The following sections provide a more detailed description of the outlines of the policy concerning higher vocational education.

2.3.1 Deregulation and autonomy

In accordance with the proposals formulated in the HOAK paper, the first steps towards deregulation were made. As has been stated before, the autonomy of the HBO institutes was increased by the introduction of a new system of planning and financing (HOAK, 1986: 54). Consultations on these developments between the minister and the HBO institutes initially took place at the level of the various sectors. As has been explained before, a sector is a network of comparable HBO training institutes directed at the same professional field, for example the sector of higher education in commerce and administration.

The sector, which was initially considered the most suitable point of application for government control (draft Higher Education and Research Act, explanatory memorandum, 1988: 12) was on second thoughts replaced by the Central Register of Higher Education (Higher Education and Research Act amendment, parliamentary doc. 21073, no. 5). This is a data bank which contains information on courses and fields of study and which gives an indication of their quality (Goedegebuure & Westerheijden, 1991: 495). In practice, the increased autonomy means a greater freedom with respect to the design of educational programmes, albeit within the bounds of a number of preconditions agreed upon by the government and the HBO Council. As a further elaboration of the educational policy proposed in the HOAK paper, the HOOP papers and the Higher Education and Research Act, the outlines agreements between the minister and the HBO institutes were signed on 19 December 1990 (additional explanation accompanying HOOP 1992: 2). Outlines agreements form the blueprint for the functioning of higher vocational education up to 1993 (HBO institutes report, 20 September 1990: 2). They contain a number of arrangements concerned with shortening the duration of study, with educational innovation, internationalization, incentive schemes for studying by immigrants and extending quality control in research (additional explanation accompanying HOOP 1992: 2). The main consideration is that there is a demand in the Netherlands for a differentiated system of higher education.

The 1992 draft HOOP means a change in direction in relation to the 1988 and 1990 HOOP editions. The present draft has deliberately been restricted to presenting the broad outlines of educational policy,

without making any concrete proposals. In this way, the minister is hoping to invite the institutes of higher education to offer their own opinions on the subjects brought up in the HOOP paper.

2.3.2 Promotion of quality

In accordance with the outlines agreements, the institutes will commit themselves by contract to aim at certain goals. This business-like approach is perfectly compatible with the ambition to improve education, since the initiative for improvements of an educational nature will have to be taken by the institutes themselves. The government intends to adopt a rather reserved attitude in relation to the methodological aspects of quality control. Nevertheless, it does emphasize that visitorial committees should always have the benefit of international contributions, in order to remain sufficiently aware of international standards and references (HOOP 1992: 33).

Quality has two distinct dimensions. The first of these is the quality of education as a service or product in relation to its content and didactic style. Of paramount importance in this connection are the specific course features and the student characteristics. The second dimension concerns the degree of compatibility between the education offered and the demands of potential users of its "products". A central issue in this context is the relationship between the training course and the labour market and the extent to which a course is practice-based.

Large numbers of students and an emphasis on success rates must not have a negative effect on the quality of the education provided. The HBO institutes are primarily responsible for the quality of the education they offer. They are prepared to develop methods for internal evaluation in a systematic manner (HOOP 1988: 140). The procedures for self-evaluation are set up for each sector in cooperation with the HBO Council. Internal quality control and its translation into so-called self-evaluation are aimed at improving and monitoring the quality of the courses and of the educational process. Greater attention will be devoted to this structural task in years to come (Knowledge and Quality, 1990: 14).

Within the framework of external quality control, the results of the exploratory committees are of importance. These committees compare the educational demands in a particular social sector with the curriculum. As has been agreed by the minister and the HBO institutes, external quality control is in the hands of visitorial committees. These are charged with the task of making recommendations with respect to the objectives of an educational institute, the social context and the legal requirements applying to higher vocational education. The visitation procedure for higher vocational education was started in 1991. According to the Sectorial Quality Control Implementation Plan, all HBO institutes will have been evaluated before 1997. The executive committee of the HBO Council makes the findings of the visitorial committees public and requests the HBO institutes to state the actions they intend to undertake in agreement with the recommendations made by the committees (HBO Business Economics Visitation, 1990: 11-16).

The essence of quality control is the will to make the student and the education provided the central issues. However, this attitude cannot be imposed by force of legislation or financing (additional explanation accompanying HOOP 1992: 7). Institutes for higher education must adapt their curricula to the requirements of specific target groups to a greater extent than used to be the case in the past. In this context, offering modular education is considered a way of achieving greater flexibility. In addition, such a structure of the curriculum allows the education provided to be more teacher-independent in its organization, thus making additional savings on personnel costs possible.

2.3.3 Educational innovation in higher vocational education

A number of measures can be of major importance to educational innovation in higher vocational education. Taking into account recent policy, the following aspects are of importance for HBO education: adequate admission procedures for students with deficiencies in their previous education; individual advice after the first year of study, study support and progress control in combination with an

individualized study plan with the option of completing a course of study within a shorter period of time. The degree of flexibility of the educational programme can be increased by offering more part-time courses, courses with intensive study support and shorter courses of study. The purpose of all these measures is to offer education with more degrees of freedom for the individual student (Knowledge and Quality, 1990: 10).

In attempting to offer better education, great benefits can be derived from proper control of the study load. Important measures to achieve this are a better distribution of the study load and the examinations, and/or offering education in blocks and modules. Alternative forms of education such as case methods, problem-based learning, computer-assisted learning, teacher support rather than teacher control, and combinations of learning and working can have a positive effect on students' motivation. In addition, a combination of study support and the application of new technology may improve study progress.

A greater didactic variety should make shorter programmes and the option to study at a different pace available to certain students. In addition, educational methods to promote the combination of working and learning should be explored, as was proposed by the Rauwenhoff committee (1990). Responding to the interests and talents of students must not lead to undue proliferation of the number of courses offered. The Socio-Economic Council (SER) has pointed out that great differentiation in content can lead to fragmentation and a range of different courses which are difficult to compare. To increase the degree of orientation towards the labour market, the HBO institutes and the minister have agreed that the relationship between higher vocational education and the labour market will be intensified. The HBO institutes will also aim to improve the recognizability of the individual training courses. In this context, the sectors of commerce and administration and of technology have first priority. The Rauwenhoff committee (1990) has formulated a number of general proposals with respect to the problems of adapting to the labour market.

One of the minister's aims is for the more than 80 HBO institutes to undergo a second round of scale enlargement and concentration operations. There are now three HBO institutes with more than 12,000 students. Fifty percent of the more than 200,000 students are studying at the thirteen largest institutes. There are still 29 HBO institutes left with fewer than 1,500 students. As a result of the economies of scale, new opportunities are arising within clusters of HBO institutes for task reallocation and interdisciplinary cooperation (additional explanation accompanying HOOP, 1992: 11).

To conclude, greater attention will be paid in the years to come to the question of what form international exchange should take in the field of higher education. International adaptation and cooperation are to an increasing extent seen as being of great importance. The concrete form which this internationalization is given comprises structural contacts between institutes, the exchange of students and staff, the development of common learning materials, the integration of educational and research programmes and the presentation of "double" diplomas. In the first instance, scientific cooperation with institutes in neighbouring countries will be extended. In this context, cooperation of the Netherlands and Flanders has been known for some time and more recently, agreements have been reached with a number of German federal states. In addition, the information on the Dutch educational system provided to interested parties outside our country should be improved (additional explanation accompanying HOOP 1992: 9-10).

3 POLICY IN PRACTICE

3.1 Definition of the field

3.1.1 Introduction

Higher commercial education (HEAO) forms together with the schools for hotel and restaurant management, the schools for applied domestic science, schools for journalism and the library and documentation services academy, the commerce and administration sector of higher education. In all, 24 HBO institutes provide commercial education (Simmelink & Heere, 1991: 4). The present study is restricted to higher commercial education. A design and implementation strategy for modularization requires a comparable basis with reference to a number of variables, such as the extent to which a course trains students for the labour market, the extent to which it is practice-based, student characteristics and organizational preconditions. Since these contingency factors may differ greatly for each sector, this level is the most suitable point of application for a design and implementation study concerning modularization and/or expansion.
On the basis of the pattern used by the HBO business economics visitorial committee (1992), the field of influence surrounding a HEAO institute can be shown schematically as follows:

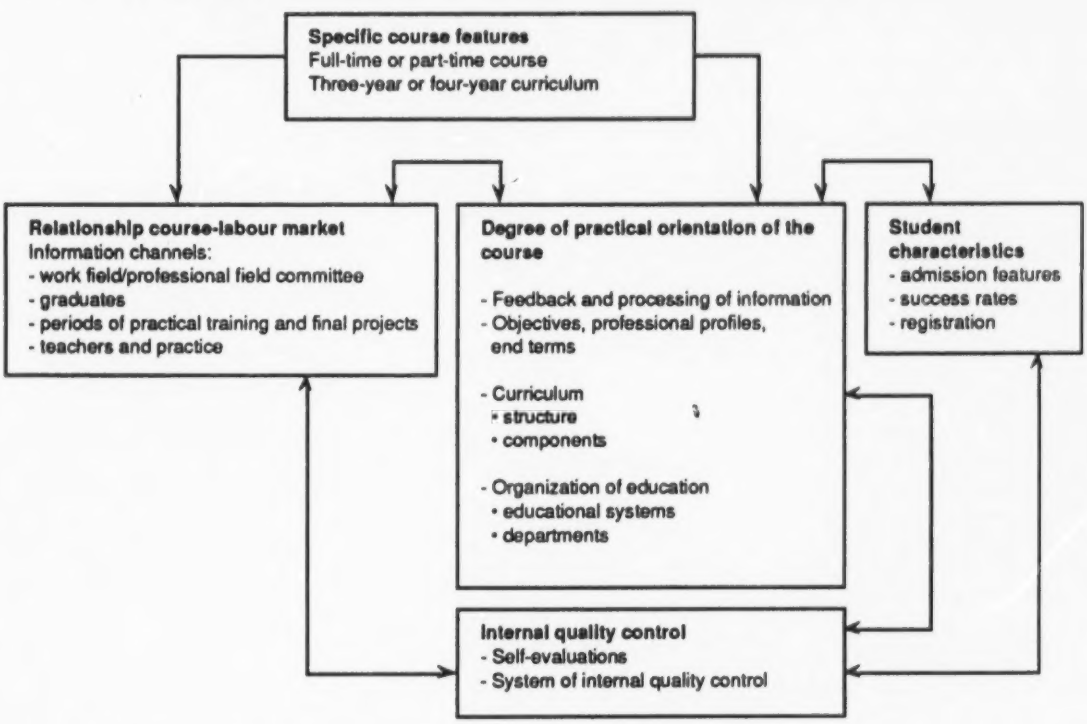

Diagram 6: Survey of the field of influence surrounding HBO institutes
(from: HBO business economics visitorial committee, 1992: 277).

3.1.2 The range of study programmes offered in relation to trade and industry

Over the past few years, the range of study programmes offered by HEAO institutes has become highly differentiated. Within higher commercial education, a wide variety of study programmes is offered, and a large number of specializations are available within these study programmes. This refinement in the study programmes offered has sprung from a number of considerations. In the first place, it is an attempt to link up with the demands of regional trade and industry. In the second place, the institute makes itself more attractive to the (prospective) student by offering a wide range of different options. This fuels competition between the HBO institutes. This approach also has disadvantages: fragmentation carried too far can endanger the recognizability of the HEAO institutes for those in trade and industry. An analysis of advertisements has shown, for example, that recruitment by employers is of a general nature. For 50 percent of the positions for which HEAO graduates are qualified, advertisements ask for HBO graduates. Of those cases in which HEAO graduates are specifically asked for, 70 percent also specify a particular study programme. Business economics, commercial economics and business information technology account for 85 percent of the cases in which a study programme is specified. In general, it may be concluded that a number of HEAO study programmes are not well-known amongst employers, and it is suggested that higher commercial education could restrict itself to three to five different study programmes. (Recognizability and Functionality of Higher Commercial Education, 1990: 2-8).

3.1.3 Higher commercial education in relation to the labour market

Each year, between 4,500 and 5,000 HEAO graduates enter the labour market. The following diagram shows the various study programmes available within higher commercial education and how many graduates are produced by each study programme per year.

Number of HEAO graduates per study programme in 1988:

Study programme	Graduates
Accounting	140
Business economics	1,582
Business information technology	438
Fiscal law	50
Administrative management	86
Commercial economics	1,300
Communication	135
Distribution	59
Commerce and law	416
Commerce and languages	466
Port and transport management	-
Management of public affairs	-
Small business	38
Total	4,710

(from: Bureau for Argumentation, 1990: 15).

After having finished their studies, 28.9 of HEAO graduates obtain a commercial/marketing job, while 25 percent find employment in finance/business economics. Automation, auditing and consultancy are the fields in which respectively 12.3 and 11.6 percent of HEAO graduates find employment. The remaining professions and jobs held by HEAO graduates account for between 1.2 and 7.2 percent. It must be noted

that almost 40 percent of HEAO graduates work in the field of finance, either as an analyst and author of annual accounts, or as an auditor or consultant (De Vries & Verberg, 1991: 14-19).

Adapting to new developments on the labour market is in itself a very difficult process for higher education. In practice, old components of the curriculum are often preserved, while new ones are added and/or integrated. This had led to an ever more differentiated range of educational programmes offered, from which the student can choose. There are a number of objections against this situation. If the recognizability and functionality of the course are endangered, this may have negative consequences for the position of graduates on the labour market. Ideally, HEAO institutes train students for a socially recognizable field of professions, jobs and specializations. If study programmes are to be able to fulfil that function satisfactorily, they must be recognizable to the professional field. The course name and content should be as informative as possible as to the course itself, its purpose, and in what respect it differs from other courses. Moreover, a high degree of differentiation also entails additional costs, the return of which, considering the above, is doubtful (Simmelink & Heere, 1991: 5-6; Report by the Advisory Committee on Higher Education in Commerce and Administration, 1991: 22).

In contrast with the trend towards further differentiation, Simmelink and Heere (1991: 6) suggest that the connection between education and the labour market is served by general rather than specialized courses. In their opinion, general courses offer a broader basis for the adaptability which graduates will need in order to be able to cope with the constant changes in the labour market and the economy.

3.1.4 Full-time versus part-time courses

According to most institutes, these two forms of education are not equivalent, but they are of equal quality. Part-time courses are often set up on the basis of more or less thoroughly investigated needs of prospective students and/or from a perceived social responsibility concerning second-chance education. In fact, many part-time courses are confronted with falling numbers of students. In order to turn the tide, some HBO institutes have plans to offer short part-time courses. In addition, they offer a package out of the total number of available modules, a certificate being issued for each module rounded off. In this way, students are enabled to study certain components which are necessary for their job, without having to do the entire part-time course.

In most cases, both the part-time and the full-time courses have a duration of four years. However, part-time courses include a smaller number of contact hours for the same prescribed duration of study. The part-time programme is in many cases a derivative of the full-time programme, the core subject and the profile-determining subjects having been largely preserved, while supporting subjects, practicals and social skills are often left out (HBO business economics visitorial committee, 1992: 46-47). The table below gives a survey of the numbers of students registered for the various study programmes, in full-time and part-time programmes.

Main subject	number of students		full-time		part-time	
	1988-89	1989-90	1988-89	1989-90	1988-89	1989-90
Common year	10,421	10,571	9,919	9,754	502	816
Accounting	926	1,142	910	1,128	16	14
Business economics	7,714	9,185	5,618	6,646	2,096	2,539
Business information technology	2,748	3,018	1,780	1,990	968	1,028
Fiscal law	172	223	172	223	0	0
Administrative management	444	502	334	333	110	169
Commercial economics	7,694	9,187	5,552	6,718	2,142	2,469
Communication	1,504	1,556	844	891	660	665
Commerce and law	2,407	2,934	1,376	1,762	1,031	1,172
Commerce and languages	2,396	2,722	2,396	2,688	0	34
Port and transport management	213	251	213	251	0	0
Management of public affairs	396	504	396	504	0	0
Distribution/small business	570	993	570	993	0	0
Total	37,605	42,788	30,080	33,881	7,525	8,906

(from: Advisory Committee on Higher Education in Commerce and Administration, 1991: 36).

It is worth noticing in this context that almost 50 percent of all full-time students are doing one of the study programmes business economics, business information technology and commercial economics. For part-time students, this is 68 percent.

3.1.5 Student characteristics

In order to be able to meet the demand for persons with a higher education, it is necessary for more students, in particular students with a HAVO diploma, to enter higher vocational education. The improvement of the adaptation to each other of both HAVO and HBO has the highest priority. Over the past few years, it has become clear that mainly students with a HAVO diploma have to contend with attrition and delays in their studies. Unlike a HAVO education, higher vocational education requires an independent and analytical way of studying and thinking. Students from VWO and MBO also meet with delays in their studies, albeit to a lesser extent. In order to attain the objectives mentioned above, the HBO institutes will develop concrete campaigns. A number of campaigns have already been started. For example, a number of HBO institutes organize 'brush up' courses, or devote extra attention in their study support to HAVO students and make arrangements for that purpose with the HAVO institutes in the area. Study profiles for higher vocational education are also being drawn up. Study profiles indicate what knowledge and skills are required to be able to do a certain course in a certain sector of higher vocational education (Knowledge and Quality, 1990: 8-9).

3.2 Higher commercial education in the Netherlands

Students can receive higher commercial education in various towns in the Netherlands. The diagram below provides a survey.

HBO institute	Town
Haagse Hogeschool	The Hague
Hogeschool 's-Hertogenbosch	's-Hertogenbosch
Hogeschool Alkmaar	Alkmaar
Hogeschool voor Economische Studies	Amsterdam
HEAO-Arnhem	Arnhem
Hogeschool West-Brabant	Breda
Rijkshogeschool IJsselland	Deventer
Hogeschool Holland	Diemen
Hogeschool Eindhoven	Eindhoven
Hogeschool Drenthe	Emmen
Hogeschool Enschede	Enschede
Hanzehogeschool Groningen	Groningen
Hogeschool Haarlem	Haarlem
Hogeschool Hoorn/Den Helder	Hoorn
Noordelijke Hogeschool Leeuwarden	Leeuwarden
Ichthus Hogeschool	Rotterdam
Hogeschool voor Economische Studies Rotterdam	Rotterdam
HEAO-Limburg	Sittard
Bedrijfshogeschool Katholieke Leergangen Tilburg	Tilburg
Hogeschool Utrecht	Utrecht
Hogeschool voor Economie en Management	Utrecht
Hogeschool Venlo	Venlo
Hogeschool Zeeland	Vlissingen
Christelijke Hogeschool Windesheim	Zwolle

3.3 The HBO institutes which have business economics, commercial economics and business information technology in their full-time and part-time programmes

As has been stated before, the study programmes business economics, commercial economics and business information technology attract the large majority of students in both full-time and part-time education. For this reason, the present study concentrates on these study programmes. As the point of departure, those HBO institutes have been selected which offer these three study programmes, both as full-time and as part-time courses. On the basis of the study guides of the individual HBO institutes and the recommendations of the visitorial committee (HBO business economics visitorial committee, 1992), the following ten HBO institutes meet these criteria:

1. Hogeschool voor Economische Studies (Amsterdam);
2. HEAO-Arnhem;
3. Hogeschool West-Brabant (Breda);
4. Rijkshogeschool IJsselland (Deventer);
5. Hogeschool Eindhoven;
6. Hogeschool Enschede;
7. Hanzehogeschool Groningen;
8. Noordelijke Hogeschool Leeuwarden;
9. Hogeschool voor Economische Studies Rotterdam;
10. HEAO-Limburg (Sittard).

The following sections provide a brief description of each of these HBO institutes, with the purpose of making possible a comparison based on a number of features. Attention is also paid to the institutes' activities in the field of modularization. The sources used in this context are the report by the HBO business economics visitorial committee (1992), study guides and information material from the HBO institutes and information provided by the HBO Council.

1. Hogeschool voor Economische Studies (HES) in Amsterdam.

Address	: Raamplein 1 1016 XK Amsterdam P.O. Box 295 1000 AG Amsterdam
Telephone	: 020 5236311
Director	: drs. W.A. IJsseldijk

Features of the institute

The HES provides courses in the sector of commerce and administration and offers the following study programmes: accounting, business economics, business information technology, fiscal law and accountancy, commercial economics, commerce and law, commerce and languages and international business studies. The contents of the various subjects for each programme are determined by departments in consultation with the director of the study programme.

Admission of students 1990	full-time course	:	1666
Registered students 1990	full-time course	:	5123
Admission of students 1990	part-time course	:	171
Registered students 1990	part-time course	:	341

Organization of the education

The course starts with a common foundation course divided over two semesters, the first semester being subdivided into blocks of 6 to 7 weeks. Since the 1991/1992 school year, the HES has had a so-called tutoring system in which specialist teachers provide additional explanation to students on the subject matter dealt with in the lectures. Students are grouped according to their study programme. Once they have successfully completed the foundation course, students can switch to a different study programme under certain circumstances.

The HES uses a division into semesters on the basis of the traditional grade system. The main phase consists of the core subject business economics plus a number of compulsory subjects and two optional subjects. In the fourth year, the students are required to do a final project.

Part-time course

As far as the course schedule is concerned, the part-time course is basically very similar to its full-time equivalent, with the exception of the fact that part-time students do not study languages and social skills. Students with relevant work experience of at least one year are also exempted from the period of practical training.

2. HEAO-Arnhem

Address	: Velperweg 39 6824 BG Arnhem P.O. Box 5171 6802 ED Arnhem
Telephone	: 085 539111
Director	: drs. J. de Koning

Features of the institute

The HEAO-Arnhem only provides education in the HEAO sector. After the foundation course, students can choose from six different study programmes (business economics, business information technology, fiscal law, commercial economics, distribution, commerce and law).

Admission of students 1990	full-time course	:	727
Registered students 1990	full-time course	:	2482
Admission of students 1990	part-time course	:	117
Registered students 1990	part-time course	:	198

Organization of the education

In relation to the study programmes/departments, a matrix structure was used until recently. As from the 1991/1992 school year, a functional organization has been introduced, giving the directors of the study programmes a greater responsibility with respect to adapting the education provided and the degree to which the courses are geared towards the market. During the entire full-time course, a traditional grade system is used.

Attempts are being made to achieve the best possible connection between the full-time and the part-time courses. Agreement has now been reached as to the common end terms. The course schedule in the main phase of the full-time course consists of profile-determining subjects and supporting subjects. The practical component is constituted by a number of practicals aimed at simulating business activities and social skills, the period of practical training and the final project.
In the second semester of the third year, the students do a practical training, provided they meet the requirements to qualify for a period of practical training. This means they must have been admitted to the third year, they must follow the programme of the relevant main subject, and they must comply with the requirement of compulsory presence at the sessions preparing for the practical training. Evaluation of the period of practical training takes place on the basis of reports and the assessment of the company mentor assigned to the student. There are no promotion requirements between the third and the fourth year.

Part-time course

In the part-time course, a modular system is used in which the students have the opportunity to register for certain modules rather than for the entire course. Modules are also used for courses which are offered on a commercial basis. The part-time course has a linear curriculum.

3. Hogeschool West-Brabant (Breda),

Address : Lovensdijkstraat 61 4818 AJ Breda
P.O. Box 90116 4800 RA Breda
Telephone : 076 250500
Director : drs. R. Schwiebert

Features of the institute
The Hogeschool West-Brabant is a result of the ESTC operation and was set up on 1 September 1986. It offers study programmes in the sectors of technology, laboratory education, health care, fine arts and design, social welfare, education and commerce and administration. The HEAO faculty of the Hogeschool offers the following study programmes: business economics, commercial economics, commerce and law and business information technology. Since September 1981, an independent, four-year part-time course has been operational.

Admission of students 1990	full-time course	:	516
Registered students 1990	full-time course	:	1682
Admission of students 1990	part-time course	:	167
Registered students 1990	part-time course	:	653

Organization of the education
The full-time course has a common foundation course, after which students go on to study one of the study programmes offered in the main phase of their studies. The education provided is offered in a semester system, the subject matter being divided into modules. For students, a module plan has been drawn up which shows the "ideal" learning path. The course schedule distinguishes the core subject, the principal subjects and remaining subjects. The period of practical training takes place in the first semester of the third year and is seen as a way of getting acquainted with professional practice. In the last semester of the course, the student works on a final project with a company of institute, on the basis of a concrete problem to be dealt with.
The management of the institute has an active additional training policy, in which the practical training for teachers plays an important part. The teacher who has received additional training is also expected to transmit the knowledge and skills he has acquired to his colleagues.

Part-time course
The full-time and part-time courses operate separately from each other, each having its own organization aimed at a specific target group and its own educational approach. There does exist, however, intensive cooperation between the full-time and the part-time course. The directors of the study programmes and the teachers consult with each other. Moreover, there is one study programme advisory council for both the full-time and the part-time course.
The part-time course has adopted a fully modularized system. Already during the foundation course, students choose between business economics and business administration. Depending on whether or not they have any relevant work experience, part-time students are required to do a practical training period. The final project is compulsory for all students.

4. Rijkshogeschool IJsselland (Deventer),

Address : Gibsonstraat 10 7411 RR Deventer
P.O. Box 333 7400 AH Deventer
Telephone : 05700 36333
Director : R.J. van Egmond

Features of the institute
The Rijkshogeschool teaches the following five sectors of higher vocational education: commerce and administration, technology, social welfare, education and health care. The commerce and administration sector offers the following study programmes: household management, library and documentation services, commercial economics and business information technology.

Admission of students 1990	full-time course	:	240
Registered students 1990	full-time course	:	446
Admission of students 1990	part-time course	:	76
Registered students 1990	part-time course	:	76

Organization of the education
The school years are divided into semesters. Both the full-time and the part-time course work according to a modular system. Admission is possible in February and August. Teaching students socio-communicative skills is seen as one of the main objectives of the study programme, partly as a result of the signals received from the professional field. In the third and fourth years, the student has the opportunity to choose two modules from all the curricula offered by the HEAO and the HBO institute as a whole. In this way, the student can develop a certain degree of differentiation in his studies.
The departments are not connected with study programmes within the HEAO sector, but are placed on a higher organizational level. Consultation between departments usually takes place in an informal manner.

Part-time course
The part-time course was started in the 1990/1991 school year. Excluding the final project and the period of practical training or the assignment substituting for the practical training, the course takes 3 years if students opt for lessons on 3 evenings per week, or 4_ years at 2 evenings per week. According to the institute, the examination requirements for the full-time and the part-time course are the same. In the part-time course, exemption from the practical training can be granted to students with relevant work experience. The responsibility for the content of the education provided and the examination lies with the full-time course.

5. Hogeschool Eindhoven.

Address : Rachelsmolen 1 5612 MA Eindhoven
P.O. Box 347 5600 AH Eindhoven
Telephone : 040 605911
Director : drs. T. van den Heuvel

Features of the institute

The hogeschool Eindhoven consists of three sectors: technology and laboratory education, commerce and administration, and health care and social welfare. The commerce and administration sector offers the study programmes business economics, fiscal law and business information technology, commerce and law, communication and commercial economics.
To come to a profession-based institute profile, the Hogeschool Eindhoven, in cooperation with the HBO institutes of Den Bosch and Sittard, will carry out a study into the objectives and end terms of the institute.

Admission of students 1990	full-time course	:	739
Registered students 1990	full-time course	:	2266
Admission of students 1990	part-time course	:	179
Registered students 1990	part-time course	:	727

Organization of the education

The institute has a common foundation course and considers HAVO students to be the standard student, i.e. the student who should be able to finish his/her studies within the prescribed amount of time. On admission to the foundation course, students are assessed to detect any deficiencies in the subjects mathematics, financial accounting and a second foreign language. Students with a deficiency in their previous education are clustered in groups and are offered a supplementary programme. Despite all efforts, the success rate of HAVO students in particular has been found to be low. Approximately 50% of the students admitted to the foundation course in the 1990/1991 course year were HAVO students. After the foundation course, students choose for one of the study programmes offered within the sector. The full-time course has an exploratory and a participatory practical training. The exploratory practical training takes place in the fifth semester. The final period of practical training falls in the eighth semester and takes four and a half months.

Part-time course

The Hogeschool Eindhoven offers one of the oldest part-time courses in the area. The principle of the institute is that part-time and full-time students study the same subject matter and that there is no difference in the final attainment level. Subjects in which final examinations will be taken are taught by the same teachers in both courses. In order to increase the success rate, the demands made on part-time students with respect to practical training have been defined in a more clear-cut manner, promotion thresholds have been raised, and a module on reporting in writing has been added to the curriculum. Part-time students with relevant work experience can be exempted from the exploratory practical training. The division of the school year for the part-time course is entirely adapted to that applied for the full-time course (four times seven weeks). The number of students registered for the part-time course is on the decrease.

6. Hogeschool Enschede.

Address	: Boddenkampstraat 60 7522 BZ Enschede P.O. Box 1250 7500 BG Enschede
Telephone	: 053 871111
Director	: ir. P.A.A. van Iddekinge

Features of the institute

The Hogeschool Enschede is a multisectorial institute. In addition to commerce and administration, it also includes the sectors health care, technology, welfare and labour, music (conservatory) and training for primary school teachers. The commerce and administration sector offers not only the study programme business economics but also courses in commercial economics, commerce and law, commerce and languages, administrative management, business information technology, information management, and office automation.

Admission of students 1990	full-time course	:	909
Registered students 1990	full-time course	:	2861
Admission of students 1990	part-time course	:	38
Registered students 1990	part-time course	:	39

Organization of the education

Although the foundation course is a common year for all study programmes, students must register for a particular study programme. The available study programmes are business economics, commercial economics and commerce and law. The institute operates on the semester system. The practical training has been moved to the seventh semester and takes five months. The entire eighth semester is reserved for the final project. In order to meet the actual demands, a reorganization has taken place. The new structure can be characterized as a functional organization centralizing the decision-making authority at the departmental and the general management level. The influence of departments has to a certain extent been reduced. The matrix structure has been partly retained in the new structure, but tasks and competences of the departments are clearly defined. A number of activities have been undertaken in recent years with respect to the professionalization of lecturers. Lecturers who have not received adequate teacher training are given an educational introduction course. There are also courses on quality control, curriculum description and course evaluation.

Part-time course

The part-time course was started because the Hogeschool Enschede wanted to meet the demand for second-chance education in the area. The part-time course is seen as equal to the full-time course. Adaptation of both courses to each other takes place via the curriculum, which is the same for both, and by means of the lecturers, which teach in both programmes. A practical training is compulsory, except for those students who can show that they have relevant work experience.

7. Hanzehogeschool Groningen.

Address : Landleven 10 9747 AD Groningen
Telephone : 050 747747
Director : drs. W. de Haan

The Hanzehogeschool is composed of the following institutes:
- Institute for Higher Commercial Studies;
- Institute for Household Management;
- Institute for Nutrition and Dietetics;
- Institute for Contract Activities.

Features of the institute
The Institute for Higher Commercial Studies provides both full-time and part-time education. The part-time courses offered are business economics, business information technology, commercial economics and commerce and law. In addition, there are also full-time study programmes in accounting, fiscal law, administrative management and international business studies. The full-time courses have changed from the grade system to the semester system with the purpose of increasing the success rate in the foundation course. Preparations are being made for a similar change in the part-time courses. In order to enable lecturers to gain practical experience, a teachers' practical training period has been introduced, in which a teacher works in a company or organization relevant to his field of study for a certain amount of time.
The organization of the course is subject to change. There is a tendency to organize the institute along the lines of the various study programmes, rather than departments. In the new structure, departments will become connected with study programmes.

Admission of students 1990	full-time course	:	931
Registered students 1990	full-time course	:	2549
Admission of students 1990	part-time course	:	184
Registered students 1990	part-time course	:	737

Organization of the education
The foundation course takes the form of a common preliminary year for all study programmes. During this year, students can acquaint themselves with the various study programmes by means of optional subjects and the business practical. The institute hopes to give HAVO students a better chance of completing the foundation course successfully by changing from the traditional grade system to the semester system. The semester system has reduced the number of subjects which a student has to study at the same time, and offers greater flexibility to students who want to change to a different study programme in the course of the year. The full-time course does not have particular main subjects in which the student specializes for his graduation; instead, certain "orientations" are offered within the various study programmes. The purpose of the institute is to offer a general education with a number of related optional subjects. The student is expected to find his own practical training post and then visits the company concerned together with the teacher to determine the exact goals to be reached during the practical training.

Part-time course
The part-time course used to be provided by a separate school. In 1987, the part-time and the full-time course were combined into the same institute. The curricula of both courses differ from each other, but according to the Hanzehogeschool they have the same final attainment level. The part-time course is currently in the process of changing from the traditional grade system to the block system. Part-time students can be exempted from doing a practical training period if they have relevant work experience in a position connected with business economics. In practice, approximately 30 percent of the part-time

students do a period of practical training. In general, it can be stated that the number of students registering for the part-time course is falling and that the demand for shorter course is growing. It should also be noted that the part-time course has to cope with competition from the part-time courses in the towns of Emmen and Leeuwarden.

8. Noordelijke Hogeschool Leeuwarden.

Address	: Fonteinland 9 8913 CZ Leeuwarden P.O. Box 63 8900 AB Leeuwarden
Telephone	: 058 961555
Directors	: drs. J. Heidstra (fac.dir); drs. J.C. Meester (dir. econ.)

Features of the institute

The hogeschool Leeuwarden is a multisectorial institute. The sector of commerce and administration forms part of the faculty of technology, commerce and administration and management. Within the sector of commerce and administration, the following study programmes are offered: business economics, commerce and law, commercial economics, business information technology and accounting. The foundation courses for business economics and accounting have exactly the same programme.

Admission of students 1990	full-time course	:	543
Registered students 1990	full-time course	:	1688
Admission of students 1990	part-time course	:	61
Registered students 1990	part-time course	:	119

Organization of the education

Within HEAO, the departments of the full-time and the part-time courses are not always combined. The personnel policy of the institute includes options for training and career planning for teachers. Didactic training is compulsory and the importance of teachers' practical training periods is recognized. The evaluation of teachers is coordinated by a specially appointed officer. The commerce and administration sector has a pioneering role as far as internal quality control is concerned.
A semester system is applied during the entire course, with flexible promotion from grade 2 to grades 3/4. In the first semester of the third year, a period of practical training has been included for which the students themselves have to find a company or organization in consultation with their supervisor. In the second semester of the fourth year, the students have to complete a practice-oriented final project. A block and modular system for the full-time course is presently under preparation.

Part-time course

The part-time course was started in 1989, with the purpose of offering second-chance education in the province of Friesland. The following study programmes are available: business economics, commerce and law and commercial economics. The subjects taught are largely identical to those taught in the full-time course. The part-time course has a common foundation course for all study programmes. In contrast to the full-time course, the main phase does not have any specific main subjects, although there is the possibility to take optional subjects. Students with work experience are in principle exempted from the practical training. The course is offered in the form of a block and modular system. The small numbers of students entering the part-time course force the institute to assess what the minimum requirements are for viability and guaranteed quality.

9. Hogeschool voor Economische Studies Rotterdam.

Address	: Kralingse Zoom 91 3063 ND Rotterdam P.O. Box 4030 3006 AA Rotterdam
Telephone	: 010 4526663 (day classes) 4524388 (evening classes)
Director	: drs. J.W.L. Stubbe

Features of the institute

This monosectorial HBO institute offers the following study programmes: business economics, commercial economics, commerce and law, commerce and languages, business information technology, port, transport & logistics management and accounting. The head of each study programme has the final responsibility for the content of the educational programme, which they determine in consultation with the chairpersons of the departments. For organizational reasons, the full-time and part-time courses consist of separate departments. Although the full-time and part-time final profiles are not entirely the same, attempts have been made to adapt the courses to each other as much as possible, in particular where the profile-determining subjects are concerned.

Admission of students 1990	full-time course	:	1033
Registered students 1990	full-time course	:	2959
Admission of students 1990	part-time course	:	166
Registered students 1990	part-time course	:	491

Organization of the education:

There is a common foundation course for the study programmes accounting, business economics, business information technology, commercial economics and commerce and law. However, students are required to indicate at the start of their course of studies which study programme they choose. The common foundation course is organized according to the traditional grade system, while the main phase is characterized by a semester system. In the sixth semester, the students fulfil a period of practical training. An important role is played by the practicals agency, which finds posts for practical training, assesses reports on the students' periods of practical training, and discusses the results with the teachers.

Part-time course

The part-time course, which started in 1986, offers the following study programmes in a modular system: business economics, commercial economics, commerce and law and business information technology. The part-time course has a separate foundation course for each study programme. The course schedules of the full-time and the part-time courses are similar, in particular as far as the profile-determining subjects are concerned. Students with relevant work experience are not required to fulfil a period of practical training.

An object of concern for the institute is the future of the part-time course. The number of new students registering is decreasing and there is the impression that ever more prospective students prefer shorter part-time courses. Employers also have a preference for shorter, more specific courses.

10. HEAO-Limburg (Sittard).

Address	: Havikstraat 5 6135 ED Sittard P.O. Box 5268 6130 PG Sittard
Telephone	: 046 510641
Director	: L.J.A. Heijenrath

Features of the institute

Daytime education at the HEAO Limburg consists of six study programmes, namely business economics, business information technology, accounting, commercial economics, commerce and languages and commerce and law. Accounting and commerce and languages are not offered as part-time courses.
The departments are not connected with the study programmes. The contents of the educational programme is determine by the director of the study programme together with the department coordinator. Agreement on the educational programme is sometimes reached with difficulty. The full-time course works with a traditional grade system, each year being divided into two semesters. No end terms have as yet been drawn up with respect to the study programme.

Admission of students 1990	full-time course	:	405
Registered students 1990	full-time course	:	1506
Admission of students 1990	part-time course	:	101
Registered students 1990	part-time course	:	275

Organization of the education

There is a common foundation course for all the study programmes provided, in the sense that students make a provisional choice for a particular study programme after the first semester. In principle, posts for practical training are found by the practicals coordinator. If a student wants to do a practical training at a post he has found himself, the post has to be approved first. Since the beginning of the 1990/1991 school year, a business contacts agency has operated within the institute, which has a supporting role in such cases.

Part-time course

As of the 1990/1991 school year, the organization of the course is modular, a certificate being issued after a module has been successfully completed. By exemption and certification, this approach allows a flexible way of dealing with a student's prior knowledge. In the part-time course, there is a separate foundation course for each study programme.
The executive committee of the institute is of the opinion that the viability of a four-year part-time course has not yet been proved. The institute hopes to arrive at a total number of four hundred part-time students. Offering post-HBO courses might contribute to this.

4 CONCLUSIONS

To discuss conclusions concerning the developments in higher education in the Netherlands, a distinction is made between the macro, the meso and the micro level. The macro level refers to matters of policy as they have been established nationwide for higher education. It is the administrative and financial framework within which the institutes for higher education have to operate. At the meso level, the various sectors are distinguished which have long been the point of application for government policy. The micro level, to conclude, which consists of the HBO institutes for higher education in commerce and administration, is the level at which the actual translation of policy into educational activities takes place.

In the present report, an outline has been provided of the Dutch government's policy concerning higher education as it was developed in the 1980s and '90s. At this macro level, a number of main objectives can be recognized. In the first place, the Dutch government hopes to improve the success rate of the educational institutes and to reduce the costs. At the same time, it hopes to arrive at a flexible educational system which is increasingly able to meet the demand for a more differentiated range of educational programmes offered.

For higher education, these intentions have been translated into various measures of policy. A large-scale operation of amalgamations was set up, during which the original number of more than 340 HBO institutes was reduced to 80 amalgamated HBO institutes. The underlying principle is that these HBO institutes are expected to have sufficient organizational capacity to develop their curricula in such a way that they cater for the demands of Dutch society by means of adaptation and high quality. On the other hand, these institutes have the necessary means at their disposal to enable individual students to make use of the facilities offered in the most efficient manner possible, thus allowing an overall improvement of the success rate. The system of lump sum financing has contributed to a greater autonomy of the HBO institutes. Specific financing takes place on the basis of development plans which the individual HBO institutes present to the minister. Financing has thus come to act as an important mechanism for 'remote control'. Since it was started, the HBO Council has acted as the coordinator of the amalgamation operation, and has since been the central pivot in the consultations between the HBO institutes with each other and in their consultations with the government.

In agreement with the principles of policy observed, a number of tendencies can be observed among the HEAO institutes. Firstly, to meet the demand for more open forms of education, an ever greater number of HEAO institutes offer part-time courses in addition to full-time courses. In such cases, the part-time course is usually seen as a form of second-chance or second-route education. By means of granting exemption and providing modular certificates, part-time courses make an effort to meet diverse educational needs. This flexibility is often achieved by offering subject matter in modules. It is noticeable in this context that part-time courses are in some cases more advanced with regard to modularization than their full-time counterparts. Both part-time and full-time education have in many cases not yet developed an integrated approach with respect to modularization.

5 REFERENCES

Adviescommisie HEO. (1991). *Economisch ingedeeld: Advies voor een andere studierichtingsindeling in het hoger economisch onderwijs.* 's-Gravenhage: HBO-Raad.

Adviesgroep Verdeelramingen HBO. (1991). *HBO Verdeelraming 1991: Een raming van studentenaantallen binnen het kader van de Referentieraming 1991.* Zoetermeer: Ministerie van O & W.

Broesterhuizen, M. (1986). Het HBO moet het goede vasthouden en verder veranderen, veranderen... *HBO-Journaal, 9(1),* 8-9.

Broesterhuizen, M. (1987). Extensiveren, 'n toverwoord: Een begrip met teveel betekenissen. *HBO-Journaal, 9(5),* 23-25.

Bureau voor Economische Argumentatie (1990). *Herkenbaarheid en functionaliteit van het HEAO: Signalen uit de markt.* 's-Gravenhage: HBO-Raad.

Centraal bureau voor de statistiek. (1991). *Statistisch jaarboek 1991.* 's-Gravenhage: SDU-CBS.

Commissie onderwijs-arbeidsmarkt, Rauwenhoff, F.C. et al. (1990). *Onderwijs-arbeidsmarkt: Naar een werkzaam traject* (Advies van de tijdelijke advies-commissie Onderwijs-Arbeidsmarkt). Alphen aan den Rijn: Samson H.D. Tjeenk Willink.

De Vries, I., & Verberg, E. (1991). *HEAO: beroepenveld, arbeidsmarkt en studierichtingen: Verslag van een uitstroomonderzoek onder afgestudeerden van het HEAO.* 's-Gravenhage: HBO-Raad.

De Vries, P., Koelman, J.B.J., & Boorsma, P.B. (1990). Bekostiging van het specifieke hoger onderwijsbeleid. In P. de Vries (Ed.), *Bekostiging en doelmatigheid van het hoger onderwijs* (pp. 17- 42). Utrecht: Lemma.

Dieleman, A.J., & Snijders, F.J.R. (Eds.). (1990). *Onderwijseconomie* (Cursuscode: S.11.3.1.1). Heerlen: Open Universiteit.

Goedegebuure, L.C.J. (1989). Institutional Mergers and System Change: Reconstructing the Sector of Higher Vocational Education. In P.A.M. Maassen & F.A. van Vught (Eds.), *Dutch Higher Education in Transition: Policy-Issues in Higher Education in the Netherlands* (pp. 73-99). Culemborg: Lemma.

Goedegebuure, L.C.J., & Vos, H.J. (1988). *Herstructurering van het Hoger Beroepsonderwijs; de operatie schaalvergroting, taakverdeling en concentratie* (Beleidsgerichte studies van Hoger Onderwijs en Wetenschappelijk onderzoek No.16). Zoetermeer: Ministerie van Onderwijs en Wetenschappen.

Goedegebuure, L.C.J., & Westerheijden, D.F. (1991). Changing Balances in Dutch Higher Education. *Higher Education, 21,* 495-520.

Goudriaan, R., & De Groot, H. (1990). Nieuwe bekostigingssystemen voor hoger onderwijs In P. de Vries (Ed.), *Bekostiging en doelmatigheid van het hoger onderwijs* (pp. 17- 42). Utrecht: Lemma.

HBO-Raad, Voorlichtingsdienst. (1989). *Wet op het hoger beroepsonderwijs: Tekstuitgave* (5th ed.). 's-Gravenhage: HBO-Raad.

HBO-Raad, Voorlichtingsdienst. (1990). *Basisdocumenten 1990* (Sectorale kwaliteitszorg HBO dl. 1). 's-Gravenhage: HBO-Raad.

HBO-Raad, Voorlichtingsdienst. (1990). *Kennis en kwaliteit: Programma van de hogescholen in de jaren negentig*. 's-Gravenhage: HBO-Raad.

HBO-Raad, Voorlichtingsdienst. (1990). Innovatiecentra HBO. *Hogeschoolbericht nr. 89* (juni), 1-5.

HBO-Raad, Voorlichtingsdienst. (1990). Concept-hoofdlijnenakkoord 1990 - 1994 tussen hogescholen en minister van onderwijs en wetenschappen. *Hogeschoolbericht nr. 96* (september), 1-10.

HBO-Raad, Voorlichtingsdienst. (1991). *HBO-Almanak 1991/92*. 's-Gravenhage: HBO-Raad.

Kouwenaar, K., & Stannard, J. (Eds.). (1989). *Higher Education in the Netherlands: Characteristics, Structure, Figures and Facts*. (2nd ed.). Zoetermeer: Netherlands Ministry of Education and Science.

Ministerie van Onderwijs en Wetenschappen. (1978). *Nota Hoger Onderwijs Voor Velen* (Kmrst. 15034 nr. 1-2). 's-Gravenhage: Ministerie van O & W.

Ministerie van Onderwijs en Wetenschappen. (1983). *Schaalvergroting, Taakverdeling en Concentratie in het hoger beroepsonderwijs*. 's-Gravenhage: Ministerie van O & W.

Ministerie van Onderwijs en Wetenschappen. (1986). *Hoger Onderwijs Autonomie en Kwaliteit*. 's-Gravenhage: Ministerie van O & W.

Ministerie van Onderwijs en Wetenschappen. (1988). *Hoger Onderwijs en Onderzoek Plan 1988*. 's-Gravenhage: Ministerie van Onderwijs en Wetenschappen.

Ministerie van Onderwijs en Wetenschappen. (1988). *Wet Hoger onderwijs en Wetenschappelijk onderzoek: Concept-ontwerp*. Zoetermeer: Ministerie van O & W.

Ministerie van Onderwijs en Wetenschappen. (1989). *Hoger Onderwijs en Onderzoek Plan 1990*. 's-Gravenhage: Ministerie van Onderwijs en Wetenschappen.

Ministerie van Onderwijs en Wetenschappen. (1991). *Ontwerp Hoger Onderwijs en Onderzoek Plan 1992*. 's-Gravenhage: Ministerie van O & W.

Ministerie van Onderwijs en Wetenschappen. (1991). *Hoger onderwijs & wetenschappelijk onderzoek in beeld*. 's-Gravenhage: Ministerie van O & W.

Ministerie van Onderwijs en Wetenschappen. (1991). *Onderwijsverslag over het jaar 1990*. 's-Gravenhage: SDU.

Ministerie van Onderwijs en Wetenschappen. (1991). Ontwerp Hoger Onderwijs en Onderzoek Plan 1992. *Uitleg Extra, 7(21)*, 1-14.

Munnichs, F. (1984). Voorzitter HBO-raad, Jankarel Gevers: 'De basis waarop het HBO de toekomst bouwt is vliesdun'. *HBO-Journaal, 7(3)*, 42-46.

Simmelink, I., & Heere, F. (1991). *Onderzoeksvoorstel clustering beroepenvelden HEAO-ers: Uitstroomonderzoek onder afgestudeerden van het HEAO*. Leiden: Research voor beleid.

Tomic, W., Van der Zant, P.J.J., & Kwantes, N.J.M. (1990). *Het Nederlandse onderwijs in hoofdlijnen* (Cursuscode: S.11.2.1.0). Heerlen: Open Universiteit.

Van de Meent, Y. (1990). Selectie nog steeds geliefd in HBO: 'Loting is moeilijk uit te leggen aan het publiek'. *HBO-Journaal, 12(5)*, 14-17.

Van Eijl, P.J., Cappetti, C.P.L.F., Merkx, J.J., & Van Muyden, J.N. (1988). *Onderwijs in modulen: Over het hoe en waarom van modulair onderwijs.* Groningen: Wolters-Noordhoff.

Van Meel, R.M. (1992). *Perspectives on Organization and Management of Higher Education* (OTIC report no. 49). Heerlen: Open universiteit.

Van Vught, F.A. (1989). Higher Education in the Netherlands: An introduction. In P.A.M. Maassen & F.A. van Vught (Eds.), *Dutch Higher Education in Transition: Policy-Issues in Higher Education in the Netherlands* (pp. 13-30). Culemborg: Lemma.

Van Vught, F.A., & Van Wieringen, A.M.L. (1987). *Evaluatie-Onderzoek Wet Twee-Fasenstructuur: Samenvattend Eindrapport* (deel A). 's-Gravenhage: Ministerie van O & W.

Visitatiecommissie Bedrijfseconomie HBO. (1992). *HEAO-bedrijfskunde gericht bekeken: Eindrapport van de visitatiecommissie bedrijfseconomie* (Sectorale kwaliteitszorg HBO dl. 5). 's-Gravenhage: HBO-Raad.

Vos, H.J., & Goedegebuure, L.C.J. (1989). Samenwerken en fuseren in het hoger beroepsonderwijs. In J. Scheerens & J.C. Verhoeven (Eds.), *Schoolorganisatie, beleid en onderwijskwaliteit* (pp. 125-137). Amsterdam: Swets & Zeitlinger.